

HSC-ESG-009

27 August 1974

MEMORANDUM FOR THE HUMAN SOURCES COMMITTEE

SUBJECT: Plan of Action: Project FOCUS

1. This responds to the Chairman's request that the ESG immediately develop and present to the Committee an agreed Plan of Action and a starting schedule of assessments (see HSC-C-078). It takes into account the Chairman's Perspectives, the broad mandate and areas of responsibility given to the Committee under DCID 1/17, and by the draft Letter of Instruction from the DCI to the Chairman, and the DCI's Perspectives for Intelligence--1975-1980 and his FY 1975 Objectives. We request Committee approval of a pilot project we call Project FOCUS.

2. Project FOCUS calls for a series of assessments to be conducted during the next six months. The assessments would be of two types. FOCUS A would include a limited number of in-depth examinations of human source reporting from a particular country or against a particular problem. FOCUS B would consist of a larger number of assessments of Embassy reporting acquired from a seminar-like gathering of selected analysts from around the Community. One end product of both types of assessments would be a letter sent from the DCI to the appropriate Ambassador commenting on the strengths and weaknesses of reporting and suggesting realignments of resources and adjustments in taskings to alleviate identified problems. The Project would be reviewed by the Committee in March 1975.

3. Assumptions and Conclusions.

Central to this effort are certain assumptions and conclusions drawn in part from the Chairman's Perspectives paper.

- Human sources collection, considered in its totality, could be more productive and cost effective if it were better coordinated and orchestrated.

- The human sources collection "community" now consists of a variety of disparate elements (from clandestine collectors to broadcast monitors), each of which pursues its interests with insufficient consideration for the relative strengths and weaknesses of other elements.
- Human source collection, during the foreseeable future, will be organized under several funding programs and under a variety of semi-autonomous authorities.
- Communications between production analysts and appropriate human source collectors is often inadequate, due to a lack of understanding of one another's interests and limitations and to various bureaucratic and managerial concerns.
- More responsive and useful interaction between analysts and collectors (e.g., better communications) will take place when each understands that it is in his own self interest to have it take place.
- Existing intelligence guidance mechanisms work better within organizations than they do between analysts of one agency and collectors of another.
- Community assessments of existing and potential reporting of various collection elements from a given post or against a selected problem can provide judgments of performance of sufficient weight and influence as to affect and to improve future collection activities.

4. FOCUS A.

These would be fairly in-depth looks at complicated situations. All targets of human source collection entities in particular countries would be considered. The assessments would include judgments by analysts around the Intelligence Community as to the utility of recent reporting from the collection entities. Collection potential for the future would be considered. Changing priorities of US foreign policy would be factored in and care would be taken to examine the usefulness of reporting against the KIQ's and the CNTDIO's. Summary reports (of perhaps 15 pages single space) would be provided to all appropriate collection and production managers, after approval by the HSC.

5. In a sense, each FOCUS A assessment would be unique, tailored to the needs of the requester and structured to take into account the collection and reporting situation being examined. Certain principles apply:

- Requests for assessments--whether from USIB, IRAC, and IC Staff, other USIB Committees, the NIO's, an Ambassador, or a Member of the HSC--should be channeled through the ESG for review and recommendation to the Committee.
- Rationale should be provided with requests for assessments. The "why it is being done" affects assessment approach.
- The ESG will suggest a methodology appropriate to the task at hand.
- Ordinarily, FOCUS A assessments will be drafted by an individual (e.g., from the Secretariat, from the IC Staff, etc.) from contributions provided from Member agencies.
- Member agencies will provide needed inputs to the assessments and HSC Members will facilitate contact between the drafter and needed resource persons. The Secretariat also will help in this regard.
- The drafter will work under the guidance of the Executive Steering Group, and the ESG will review the assessment prior to its consideration by the full Committee.

6. The ESG suggests that a reasonable goal would be to complete two or three FOCUS A assessments during the six-month trial period. Several possibilities follow:

25X1 [] The State Member has suggested an assessment of collection entities [] The ESG recommends a joint SIGINT Committee, HSC, IC Staff study. We would ask the IC Staff to provide a drafter/study leader. The Committees would provide input and would review the draft report. Dr. Jenne has already been in contact with the IC Staff about using the services of a military assignee who is an expert on Southeast Asia.

[] An examination of human source reporting from collection entities [] The study would be done in several stages: (a) against information needs [] (b) against information

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The third study might be either [] or on [] A study [] would examine human source reporting from collection entities located in that country. A study [] would look at all human source reporting--wherever based--against information needs regarding that country.

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7. FOCUS B would consist of a number of more casual assessments regarding relatively simple Embassy collection situations. The assessments portion of the exercise usually would be jointly sponsored by the NIO's and by the HSC. (Dr. Jenne already has broached this matter with the D/DCI/NIO.) During half-day seminars, analysts from around the community would discuss the adequacy, appropriateness, and utility of DDO, DOD, and State reporting from a given Embassy (or regarding a particular problem). The discussion would be led by the NIO, his Assistant, or by another appropriate area expert. In some cases, the discussion might be tape recorded. In all cases, a summary of the salient points would be drafted, perhaps by the chairperson. The summary would be circulated to the participants for comments and suggestions. Ultimately, a paper satisfactory to the NIO would be sent to the HSC.

8. At this point, the HSC would address the problems and opportunities suggested by the evaluation of reporting. The HSC recommendations would be merged with the assessment in a draft letter to the Ambassador from the Director of Central Intelligence. In addition, the Committee would try to deal with some of the problems in other ways (e.g., by calling them to the attention of appropriate collection managers).

9. The details of this arrangement have to be worked out in negotiations with Mr. Carver. The ESG suggests that the Chairman, HSC and/or the Chairman, ESG confer with the NIO's as soon as possible, explaining to them Mr. Colby's charge. We would ask cooperation, suggesting that we start with at least one evaluation in each of the geographic areas

where there is NIO representation. At the completion of six or seven evaluations, we would meet with the NIO's assembled to critique the approach and plan additional seminars. The ESG thus expects to have at least six or seven FOCUS B assessments completed within the six-month FOCUS trial period.

10. Follow-on Guidance. In addition to the DCI letters and specific assessments-results communications to collection managers, it is hoped and expected that the FOCUS activity will lead to better follow-on guidance to collectors. The assumption is that the assessments will result in analysts being better informed about the realities and potentialities of the local collection situation and more confident that their follow-on guidance efforts will actually prompt responsive activity. These assumptions should be examined further at the end of the six-month trial period. At that time, the HSC should also re-examine its sponsorship of the Current Intelligence Reporting Lists. Specifically, it should be considered whether the CIRL in its present or in alternative format is more effective or less necessary with the advent of the FOCUS program.

11. Other Committee Activity. The ESG understands that the FOCUS program--even in its six-month trial mode--requires a significant amount of Member time, energy, and commitment. Other Committee activity will go on concurrently, though hopefully supported and strengthened by the FOCUS program. Ultimately, after considering the DCI Letter of Instruction to Dr. Jenne, the Chairman's Perspectives, Members' proposals, ongoing activities, and the recommendations of the Executive Steering Group, the Committee will develop a set of objectives with related taskings and approaches.

12. Action Required. The Committee is asked:

- to approve the FOCUS approach;
- to agree to the six-month trial period;
- to agree to the goals suggested (several FOCUS A in-depth assessments and at least six-seven FOCUS B assessments);
- to endorse the efforts of the ESG and of the Chairman, HSC to further define these mechanisms and to negotiate supportive arrangements with the NIO's and with the IC Staff.

[Redacted Signature]

Chairman
Executive Steering Group

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